



County of Los Angeles
CHIEF EXECUTIVE OFFICE

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WILLIAM T FUJIOKA
Chief Executive Officer

June 6, 2012

The Honorable Board of Supervisors
County of Los Angeles
383 Kenneth Hahn Hall of Administration
500 West Temple Street
Los Angeles, CA 90012

Dear Supervisors:

ADOPTED

BOARD OF SUPERVISORS
COUNTY OF LOS ANGELES

86-D June 6, 2012

Sachi A. Hamai
SACHI A. HAMAI
EXECUTIVE OFFICER

Board of Supervisors
GLORIA MOLINA
First District

MARK RIDLEY-THOMAS
Second District

ZEV YAROSLAVSKY
Third District

DON KNABE
Fourth District

MICHAEL D. ANTONOVICH
Fifth District

**JAIL WORK PLAN
ACCEPT AB 900 GRANT, AWARD AGREEMENT, AND
ADOPT SITE ASSURANCE RESOLUTION
(ALL DISTRICTS) (3 VOTES)**

SUBJECT

Development of a comprehensive work plan is intended to provide the Board with information to analyze the inmate population, consider program alternatives affecting pre-sentenced and sentenced inmates in order to detail various options that address the programmatic, physical, and logistical challenges currently facing the County's custody system.

Further, the recommended actions will authorize the Chief Executive Officer, Sheriff, and Director of Public Works to accept a State grant, authorize the award of an agreement for an environmental impact report and to identify the property site to be used for the proposed Project description in the recommended environmental review of the proposed Pitchess Detention Center New Female Village Housing Project.

JOINT RECOMMENDATION WITH THE SHERIFF THAT THE BOARD:

1. Find that the proposed Project recommendations are exempt from the California Environmental Quality Act, for the reasons stated in this letter and the record of the Project.

"To Enrich Lives Through Effective And Caring Service"

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2. Authorize the Chief Executive Officer, Sheriff, and Director of Public Works to formally accept a grant for \$100.0 million in Phase II funding available under the Corrections Standards Authority's 2011 Local Jail Construction Financing Program, as required by the grant program, to augment funding for the design and proposed construction of a female medium security jail facility at the Pitchess Detention Center.
3. Award and authorize the Chief Executive Officer to execute an agreement with BonTerra Consulting to prepare an environmental impact report pursuant to the California Environmental Quality Act for the proposed Pitchess Detention Center New Female Village Housing Project for a not-to-exceed fee of \$451,850.
4. Authorize the Chief Executive Officer to identify the property of the Pitchess Detention Center located at 29330 The Old Road in Castaic as the proposed Project site under the guidelines set forth in the Corrections Standards Authority's 2011 Local Jail Construction Financing Program – Phase II, which will allow the State to provide lease revenue bond financing for this funding program; and will authorize the proposed Project site to be used in the Project description for the recommended environmental impact report, and further authorize the Chairman to sign a Site Assurance Resolution confirming the County's ownership and intention to retain the proposed Project site, as would be required by the grant.
5. Direct the Chief Executive Officer to present final jail facility options, including capital options for the replacement of Men's Central Jail, for consideration and Board approval two months prior to presenting the environmental impact report and a design-build agreement for construction of the proposed female housing Project at Pitchess.

PURPOSE/JUSTIFICATION OF RECOMMENDED ACTION

Approval of the recommended actions will determine that they are exempt from the California Environmental Quality Act (CEQA) and authorize the County to formally accept \$100.0 million in grant funding from the Corrections Standards Authority's 2011 Local Jail Construction Financing Program – Phase II, authorized by State legislation under Assembly Bill 900 (AB 900), for the design and proposed construction of a new Female Housing Facility at the Pitchess Detention Center (Pitchess) and authorize an environmental impact report on this proposed use of the site, and related actions.

Proposed Jail Work Plan

The proposed Female Housing Facility at Pitchess will provide 1,156 new beds for medium-security female inmates in a rehabilitation-based setting and is one component of a comprehensive Jail Work Plan that is intended to:

- Stabilize the County's inmate population at a more manageable level through the integration of alternative incarceration programs;
- Ensure that future capital plans for the County's jail facilities appropriately accommodate projected inmate classifications and the addition of State inmates under the State's 2011 Public Safety Realignment Program (AB 109); and
- Reduce the cost of addressing Men's Central Jail's growing obsolescence and structural and operational shortcomings.

The Jail Work Plan will entail a holistic review and evaluation of inmate management programs that will contribute toward meeting these long-term goals and as such, will incorporate the following elements:

- Policy and program recommendations from the VERA Institute, American Civil Liberties Union, Dr. James Austin, and the Los Angeles Citizen's Commission on Jail Violence;
- Programmatic alternatives to incarceration that can reduce the County's jail population, including validation of the Sheriff's inmate classification system and Probation's pre-trial risk assessment tool, pre-trial release or early disposition programs, and post sentence diversion or conditional release programs that are managed by Community Based Organizations (CBOs);
- Capital options that accommodate adopted policy recommendations and appropriately align facility capacities with projected inmate populations and classifications, with a priority given to high-security, female, and medical/mental health inmate populations; and
- Alternative incarceration models that offer housing relief for County jail facilities, including, but not limited to, Public/Private Partnerships (P3), Community Correctional Facilities (CCFs), and County Fire Camps.

We plan to return to the Board with recommendations for the selection of a consultant to assist in the analysis and development of the programmatic alternatives to incarceration by the end of August 2012. It is anticipated that programmatic alternatives will require six to eight months to evaluate and to determine their feasibility. Concurrently, a full assessment of the physical condition and configuration of the County's jail facilities will be conducted to determine their remaining useful lives and level of compatibility with the programmatic alternatives.

The results of the alternatives analysis and facility assessments will be combined with actual data on the ongoing infusion of State AB 109 inmates to project the size and composition of the County's jail population over the next ten years and thus determine the type and number of inmate beds the County's jail system will require. This determination will, in turn, provide the basis for the capital options for the County's detention facilities that will be presented to the Board for consideration in approximately one year. A more detailed time schedule is provided in the following table.

Programmatic Alternatives Analysis Timetable

08/28/12	Board award of consultant services agreement to assist the Chief Executive Office in analysis and development of programmatic alternatives to incarceration
11/15/12	Complete validation of inmate classification system and pretrial risk assessment tools
12/21/12	Complete evaluation of pre-trial and post-sentence programs
02/28/13	Complete projection of program impacts on inmate populations
02/28/13	Complete condition assessments of existing jail facilities
05/15/13	Complete development of facility options
06/30/13	Seek Board approval of recommended facility option(s)

The Chief Executive Office (CEO) will report, via memorandum, to the Board on the results and/or findings of each of these activities as the milestones are reached.

As the analysis of the programmatic alternatives proceeds, it is anticipated that the County's jail system population will increase by nearly 1,900 inmates to an aggregate total of over 19,000. In order to accommodate the increasing inmate population while the long-term program solutions are under development, the CEO, Sheriff, and Fire District have initiated discussions for use of CCFs and Fire Suppression Camps (Fire Camps) as a means of providing up to 2,504 additional beds for AB 109 inmates over the next 12 months.

Community Correctional Facilities

In response to the Board's direction in January 2012, the Sheriff and CEO are investigating the feasibility of contracting with CCFs to increase the number of available jail beds to address the need for additional bed space for inmates resulting from the passage of AB 109.

The County is precluded from contracting with private correctional facilities under the California Penal Code. Four publicly operated CCFs, however, are located within proximity of Los Angeles County and could be utilized. Together, these facilities offer up to 2,024 beds for sentenced AB 109 male inmates that do not require more than minimal medical care.

The Sheriff has initiated negotiations with Shafter and Taft CCFs and is in preliminary discussions with Claremont and Delano CCFs. Each of these facilities can house 500 to 512 inmates. Inmate housing agreements are scheduled to be finalized by August 31, 2012, and presented to the Board for consideration by September 25, 2012.

Fire Suppression Camps

Discussions between the CEO, Fire District, Sheriff, and California Department of Corrections and Rehabilitation (CDCR) are underway to secure space in the Fire District's Fire Camps for approximately 500 qualified male and female County inmates who will be trained to provide firefighting and support services. Based upon current service agreement models, the Fire District would provide technical staffing services required for the operation and supervision of inmate Fire Camp facilities and fire suppression crews for the purpose of fire suppression, fire prevention, pre-suppression, reforestation, and emergency and related work projects. Either CDCR or the Sheriff would be responsible for custody supervision.

Five fire camps, which are located within the County, are under review as sites that could potentially house and support inmate fire suppression crews. Together, these facilities could provide 480 inmate beds that would reduce the County's jail population. The facilities are located within the communities of Acton (80 beds), Azusa (120 beds), Malibu (100 beds), Santa Clarita (80 beds), and Sylmar (100 beds). They are currently managed by the Fire District and are occupied by CDCR inmates and custody staff under a contract that will expire in July 2013.

The CEO, with the assistance of the Department of Public Works (Public Works), is currently directing an assessment of the physical condition of the five fire camps and developing an estimate of required refurbishment costs. The CEO and Fire District are also analyzing two operating models, assuming either CDCR or the Sheriff will provide custody supervision.

It is anticipated that a comparison of estimated capital and operational costs under each model will be finalized by mid-September 2012. A final Memorandum of Understanding (MOU) detailing roles and responsibilities between the Fire District, Sheriff, and/or CDCR will be prepared for consideration by the Board in mid-November 2012, as outlined in the following table.

Fire Suppression Camp Feasibility Analysis Timetable

06/30/12	Assessments of camp facilities/infrastructure completed <ul style="list-style-type: none"> • Estimate of required repair/refurbishment costs
07/31/12	Analysis of site leases completed <ul style="list-style-type: none"> • Title/ownership issues • Required services • Environmental requirements
08/31/12	Analysis of operating costs completed <ul style="list-style-type: none"> • Staffing structure, roles, functions, responsibilities • Salaries and employee benefits • Services and supplies • Liabilities/workers compensation • Potential sources of revenue, cost reimbursement
09/14/12	Cost comparison model completed
10/19/12	MOU negotiated and finalized
11/13/12	MOU presented to the Board for approval

AB 900 Grant Acceptance

In addition to the potential for additional jail beds from CCFs and Fire Camps, approval of the recommended actions will accept a \$100.0 million State grant that was awarded to the County in March 2012 for the construction of female inmate housing at Pitchess. The project will provide 1,156 new beds for female inmates, with the grant offsetting 51.4 percent of the \$194.7 million project cost. Together, CCFs, Fire Camps, and the Pitchess Project can provide up to 3,660 additional beds to help address the increase in the County's jail population resulting from the implementation of AB 109.

The CEO submitted a letter of intent to participate in this financing program and on March 15, 2012, the Correctional Standards Authority notified the County that it was awarded a grant in the amount of \$100.0 million. In order to maintain eligibility for the grant, the County must take the following actions no later than June 15, 2012:

- Formally accept the grant;
- Commit to granting the State a leasehold interest in the Project site; and
- Initiate the environmental review of the Project required under the California Environmental Quality Act.

Approval of the attached site assurance resolution, shown under Attachment A, will provide the State with confirmation that the County owns the proposed property site to be used for the proposed Project description in the environmental review of the proposed Pitchess New Female Housing Project. Approval of the recommended consultant services agreement with BonTerra Consulting will initiate the environmental impact report process, which is scheduled to take approximately 12 months to complete.

The final two future requirements of the State grant are submittal of schematic drawings by September 15, 2013, and completion of project construction by April 1, 2017, as detailed in the Jail Work Plan Development Schedule shown under Attachment B.

Final jail facility options will be presented to the Board for consideration and action prior to presenting the final environmental impact report and a design-build agreement for construction of the proposed female housing Project at Pitchess.

Implementation of Strategic Plan Goals

The Countywide Strategic Plan directs that we provide Operational Effectiveness (Goal 1) by planning for new and replacement facilities that enhance operational efficiency and minimize energy and water consumption/usage.

FISCAL IMPACT/FINANCING

The cost of the new female facility at Pitchess is preliminarily estimated at \$194.7 million. This cost will be refined upon completion of the facility's conceptual programming and preliminary design elements.

BonTerra Consulting has agreed to provide the environmental impact report services for a \$451,850, total not-to-exceed fee, for the proposed Pitchess Detention Center New Female Village Housing Project. The negotiated fees for these services have been reviewed by Public Works and are considered reasonable for the respective scope of work. The recommended contract award will be funded by net County cost currently appropriated in the Fiscal Year 2011-12 Capital Projects/Refurbishments Budget under Capital Project No. 77520 (Pitchess Female Housing).

\$100.0 million in revenue offset appropriation, to be funded from the Corrections Standards Authority's 2011 Local Jail Construction Financing Program – Phase II, will be included in Final Change recommendations to the Fiscal Year 2012-13 Capital Projects/Refurbishments Budget under Capital Project No. 77520, (Pitchess Female Housing), to appropriate the grant.

FACTS AND PROVISIONS/LEGAL REQUIREMENTS

If approved in future actions by the Board, the proposed female village project at Pitchess will include \$1.0 million to be allocated to the Civic Art Special Fund per the Board's Civic Art Policy adopted on December 7, 2004, and revised on December 15, 2009. The Civic Art fees would be transferred to the Civic Art Special Fund upon the Board's approval of the total Project budget after completion of the Project's scoping documents.

The County's Grant Management Form is attached (Attachment C).

ENVIRONMENTAL DOCUMENTATION

The recommended actions are exempt pursuant to CEQA because they involve activities that constitute feasibility or planning studies for possible future actions that are not approved or adopted by the Board, and do not involve approval of a plan legally binding on future activities pursuant to Section 15262 of the State CEQA Guidelines. In addition, and in the alternative, these recommended actions are excluded from the definition of a project by Section 15378(b) of the State CEQA Guidelines. The proposed actions would authorize a government funding mechanism that does not involve the commitment to a specific project which may result in a potentially significant physical impact on the environment. No activity which would constitute a project under CEQA would be commenced unless the Board takes prior further action to consider and act upon the appropriate environmental review pursuant to CEQA and approve a project.

The appropriate environmental documentation will be provided for the Board's consideration when we return to the Board to request Project approval.

CONTRACTING PROCESS

The CEO conducted a request for quotation and invited select professional firms that provide Project environmental impact reporting services to apply. Of the responsive firms, it was determined that BonTerra Consulting be recommended for contract award.

BonTerra Consulting will prepare an environmental impact report for the proposed Pitchess Detention Center New Female Village Housing Project for a not-to-exceed fee of \$451,850, with the contract effective date following Board approval.

Standard agreements, in the form previously approved by County Counsel, will be used.

IMPACT ON CURRENT SERVICES

The recommended actions will increase the efficiency of jail operations, reduce annual operating costs, and enhance the supervision and safety of inmates and Sheriff custody staff.

The Honorable Board of Supervisors
June 6, 2012
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CONCLUSION

Please return one adopted copy of this Board letter to the Chief Executive Office, Capital Projects Division; the Sheriff's Department, Facilities Planning Bureau; and the Department of Public Works, Project Management Division II.

Respectfully submitted,



WILLIAM T FUJIOKA
Chief Executive Officer



LEROY D. BACA
Sheriff

WTF:LDB:RLR
DJT:DKM:TJ:mc

Attachments

- c: Executive Office, Board of Supervisors
- County Counsel
- Arts Commission
- Auditor-Controller
- Consolidated Fire Protection District
- Probation
- Public Works

PROJECT SITE ASSURANCE RESOLUTION

WHEREAS, Assembly Bill 900 (AB 900), the Public Safety and Offender Rehabilitation Services Act, which was signed into law on May 3, 2007, authorizes the California Department of Corrections and Rehabilitation (CDCR), the State Public Works Board (PWB), and a participating county to enter into a construction agreement in order to acquire, design, and construct a local jail facility approved by the Corrections Standards Authority (CSA);

WHEREAS, the CSA issued a Request for Proposals (RFP) for Construction or Expansion of County Jails for the purpose of entering into such agreements and disbursing funds in support of such construction;

WHEREAS, the County was notified on March 15, 2012, by the CSA that it had been granted a conditional award of \$100,000,000 to augment funding for the design and proposed construction of a female medium security jail facility at the Pitchess Detention Center, to be located at 29330 The Old Road, Castaic, California;

WHEREAS, the AB 900 grant requires that the County provide a site assurance of the proposed project site within ninety (90) days of receipt of CSA's notice of conditional award.

BE IT RESOLVED that the Board of Supervisors of the County of Los Angeles hereby:

Assures that the County has project site control of the local jail facility that is identified (Pitchess Detention Center) through either fee simple ownership of the site or comparable long-term possession of the site, and right of access to the project sufficient to assure undisturbed use and possession of the site, and will not dispose of, modify the use of, or change the terms of the real property title, or other interest in the site of facility subject to construction, or lease the facility for operation to other entities, without permission and instructions from the Corrections Standards Authority, for so long as State Public Works Board Lease-Revenue Bonds secured by the financed project remain outstanding.

PROJECT SITE ASSURANCE RESOLUTION

The foregoing resolution was on the 6th day of June, 2012, adopted by the Board of Supervisors of the County of Los Angeles and ex officio the governing body of all other special assessment and taxing districts, agencies and authorities for which Board so acts.



SACHI A. HAMAI, Executive Officer
Board of Supervisors of
The County of Los Angeles

By  Deputy

APPROVED AS TO FORM:
JOHN F. KRATTLI
Acting County Counsel

By 
Deputy County Counsel

ATTACHMENT C

**ADOPTION OF ASSURANCE RESOLUTION FOR GRANT FUNDS FROM
THE CALIFORNIA STATE DEPARTMENT OF CORRECTIONS AND
REHABILITATION FOR THE PROPOSED PITCHESS DETENTION
CENTER NEW FEMALE HOUSING PROJECT**

**Los Angeles County Chief Administrative Office
Grant Management Statement for Grants \$100,000 or More**

Department: CHIEF EXECUTIVE OFFICE		
Grant Project Title and Description		
The Proposed Pitchess Detention Center New Female Housing Project to include 1,156 new beds for medium-security female inmates in a rehabilitation-based setting.		
Funding Agency	Program (Fed. Grant #/State Bill or Code #)	Grant Acceptance Deadline
State Department of Corrections and Rehabilitation	ASSEMBLY BILL 900	JUNE 15, 2012
Total Amount of Grant Funding: \$100.0 MILLION		County Match: \$94.7 MILLION
Grant Period: June 2012 until project completion	Begin Date: 6/15/12	End Date: PROJECT COMPLETION
Number of Personnel Hired Under This Grant:	Full Time: 0	Part Time: 0
Obligations Imposed on the County When the Grant Expires		
Will all personnel hired for this program be informed this is a grant-funded program? N/A	Yes ___	No ___
Will all personnel hired for this program be placed on temporary ("N") items? N/A	Yes ___	No ___
Is the County obligated to continue this program after the grant expires?	Yes <input checked="" type="checkbox"/>	No ___
If the County is not obligated to continue this program after the grant expires, the Department will:		
a.) Absorb the program cost without reducing other services N/A	Yes ___	No ___
b.) Identify other revenue sources (describe below) N/A	Yes ___	No ___
c.) Eliminate or reduce, as appropriate, positions/program costs funded by the grant.	Yes ___	No ___

N/A

Impact of additional personnel on existing space:

Other requirements not mentioned above:

Department Head Signature



Date: _____